

# Fiscal Year 2003/2004 Budget Workshop

Tuesday, May 20, 2003

City Council Chambers

#### **Budget Overview**

- FY 2003/2004 Recommended Budget
  - Total Budget \$207 million
  - Operating \$167 million
  - Projects \$20.2 million,\$84.2 million over 10 years

#### Financial stability threatened by:

- The economic downturn
- Higher than anticipated personnel costs
- State revenue reductions

- \$14.9 Million gap between General Fund revenues and expenses
- Gap could grow larger
- Remedies must be long-term and ongoing

- Re-examine and re-set services
- Increase fees and charges
- Reduce the workforce

### Today's Presentation

- Public comments
- The Sunnyvale approach to budgeting
- An overview of the project and operating budgets
- The budget reduction process

### Today's Presentation

- Future Fiscal Issues
- City CouncilQuestions/Comments
- Break
- 6-Point Action Plan
- Detailed Fund Reviews

### Today's Presentation

- Conclusion
- Break
- City Council
   Questions/Comments
- Public Comments
- City Manager Comments

#### **Public Comments**

 Citizens have come to expect high quality services provided in an efficient manner

 Council leadership, shared vision and commitment at all levels of the organization enable us to carry out our mission

- Key elements of Sunnyvale's Planning and Management System:
  - Long-range strategic planning
  - Short-term allocation of resources
  - Long-term financial planning
  - Performance reporting and evaluation
  - Council study issues process

- Long-range strategic planning
  - The General Plan provides a desired vision of our community
  - Sunnyvale's budget implements the seven elements of the General Plan

- Short-term allocation of resources: the two-year budget
  - Identifies immediate revenues and expenditures
  - Council decides on the outcomes staff is to provide to the community
  - Resources are allocated to meet these outcomes

- Short-term allocation of resources: the two-year budget
  - Council focuses on policy and outcomes
  - Staff focuses on achievement

- Short-term allocation of resources: the two-year budget
  - Outcome Management
    - Why?
    - What?
    - How?
    - How well?

- Short-term allocation of resources: the two-year budget
  - Advantages of two-year budgeting
    - Maximizes staff time
    - In-depth review of budget elements
    - Focus on actual service delivery,
       continuous improvement and Council study items

- Short-term allocation of resources: the two-year budget
  - Process included a service level review this year
  - Recommended Budget includes
     Council's guidance on reductions

- Long-term financial planning
  - Ten-Year Resource Allocation Plan, with 20-year financial plan
  - Framework for developing long-range financial strategies

- Long-term financial planning
  - Decision makers better understand the long-term effects of their decisions
  - Gives us time to deal with financial hardships

- Benefits of Sunnyvale's approach to City Council
  - Allows focus on policy issues and outcomes
  - Allows the achievement of tangible results that correspond to the community's priorities

- Benefits of Sunnyvale's approach to Citizens and Customers
  - Know exactly what outcomes are provided
  - Can see a return for their tax dollars and fees/rates
  - Results in high customer satisfaction

- Benefits of Sunnyvale's approach to City Staff
  - Given the flexibility to use resources effectively
  - Able to focus on achieving results
  - Empowered to seek innovative solutions to meet service outcomes
  - Gives us time to implement reductions and service changes

 Long range planning and financial forecasting mechanisms allow us to deal with tomorrow's problems today

# **Budget Process**

# Project Budget Process

- "On year" for Project Budget
  - Capital
  - -Special
  - -Infrastructure
  - Outside Group Funding
- Change in focus required

### Projects and the 6-Point Plan

- Priority projects:
  - Preserve infrastructure
  - Address life safety
  - Leverage outside funding
  - Under construction or near completion

### Project Budget Process

- Projects evaluated by Finance, the Project Review Committee, and City Manager
- Council adopted 6 criteria and provided direction in March
- Generated \$1.8 million toward closing the General Fund gap

### Operating Budget Process

- Second year of two-year operating budget
- Departments prepared reductions packages
- Reduction priorities incorporated into recommended budget

#### **Budget Reduction Process**

#### **Six-Point Action Plan:**

- Capital projects
- Rental rate schedules
- Job recruitment and vacancies
- In-Lieu fees/interfund transfers
- Tax and fee increases
- Reductions to services and staff

### **Budget Reduction Process**

#### Result of 6-Point Plan:

 Revised services provided by smaller, more sustainable workforce

### **Budget Reduction Process**

#### Citizen and business involvement:

- Community meetings
- Citizen survey
- Residents willing to pay more to maintain services

#### Results of Reduction Process

#### **Generated \$14.9 million:**

- \$1.8 million Capital projects
- \$1.9 million Rental rates
- \$8.5 million Operations
- \$1.3 million Set asides
- \$1.4 million Additional revenue

### Future Fiscal Issues

#### **Future Fiscal Issues**

- Ongoing structural gap in General Fund
- Economic conditions and outlook
- Downturn in revenues
- Sharply increasing personnel expenses

#### **Economic Conditions**

- National economy sharply decelerated mid-2000
- Silicon Valley began downturn in early 2001
  - Dramatic slowing of business expense on computer equipment
  - Resulted in dot-com bust

#### **Economic Conditions**

- Nearly 200,000 jobs lost in Silicon Valley
  - Unemployment 8.3% v. 6% national
  - Worst since Great Depression
- Situation to persist, slow regional recovery

### Effect on Sunnyvale Revenues

- Decline in General Fund revenues
  - Sharp drop in Sales Tax and Transient Occupancy Tax (TOT)
  - -Sales Tax dropped by 30% in FY 2001/2002
  - -TOT declined by 40% in FY 2001/2002

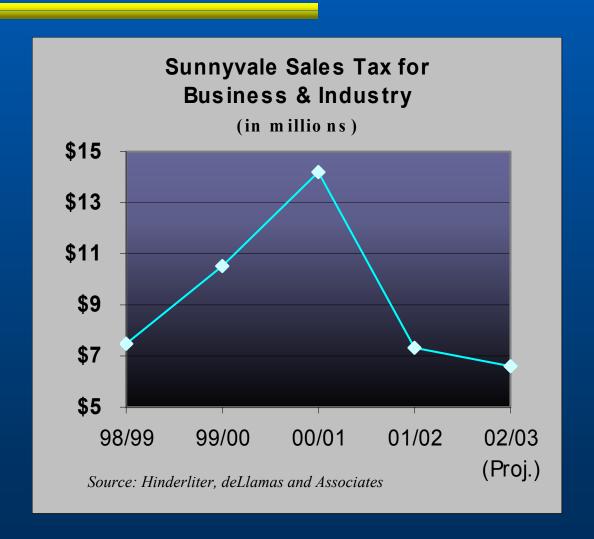
### Effect on Sunnyvale Revenues

- Trending lower than initial projections due to slow pace of recovery
  - Sales Tax minus 11%
  - TOT minus 16%
- Overall General Fund revenues expected to decline by additional \$3.8 million in FY 2002/2003

## Projected Pace of Recovery

- Silicon Valley boom may never be repeated
  - Example: Business & Industry SalesTax
    - Spiked 90% from 1999 to 2001
    - Now lowest level since 1991

## Projected Pace of Recovery



## Projected Pace of Recovery

- Economic recovery modest and slow
- Recovery here will lag State and rest of country
  - More lost jobs, productivity & sales

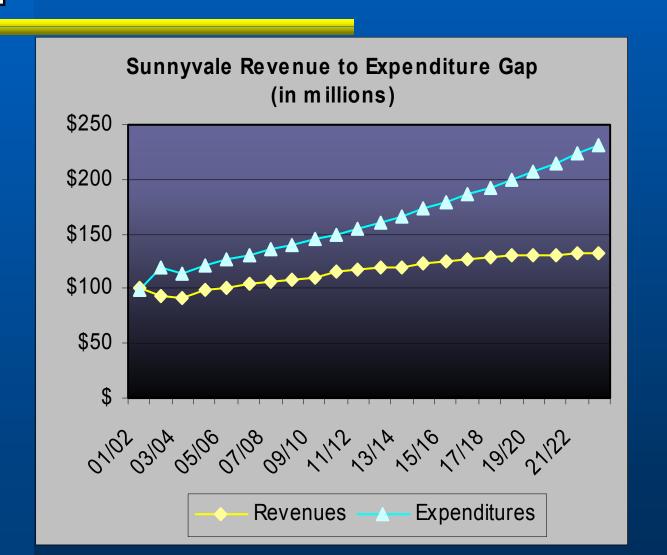
# Ongoing Structural Budget Gap

- Result of two converging factors:
  - Continuing downturn substantially decreased revenue base
  - Personnel expenses continue to increase
- Estimated at \$14.9 million annually

# Ongoing Structural Budget Gap

- Gap was estimated at \$11 million to \$17 million in January 2003
- Additional factors adjusted the estimated gap to \$14.9 million
  - Salary adjustments higher than estimated
  - Revenues lower than forecast

# Ongoing Structural Budget Gap



# Ongoing Structural Budget Gap

- 6-Point Action Plan developed to close the gap
- Gap may continue to grow
  - Rising employee costs outstripping revenue growth

- State budget deficit now \$38.2 billion by end of FY 2003/2004
- State revenues sharply declined due to decreases in personal income tax revenues
- State spending doubled in 8 years
- State has structural imbalance

## State Budget Situation

- May Revise issued May 14
- Losses to City in several areas

- Booking fee reimbursement: \$180,000 annually
- \$350,000+ loss in RDA tax increment in FY 2003/2004
  - —Grows annually for 15 years
- Public Library Foundation Grant all but eliminated

- State mandated reimbursements deferred, suspended: \$100,000+ annual loss
- Transportation cuts
- Law enforcement funding maintained

- General Fund loss \$400,000
- RDA loss \$350,000+ and growing
- Vehicle License Fee issue still unresolved
  - "Backfill" not included in FY 2003/2004 budget
  - Expect "trigger" to be pulled between now and June 2003

- Vehicle License Fee issue still unresolved
  - -Waiting period minimum 60 days
  - -Further administrative delays likely
  - -\$420,000 lost per month of delay
  - Republican lawmakers have vowed legal challenges

- State budget proposals not included in Recommended Budget
- Additional service level reductions may be necessary dependent upon State actions

#### Added concerns:

- -30% of deficit reduction strategy relies on short-term borrowing
- Assumes tax increases
- Assumes moderate growth in capital gains & stock options that may not materialize
- Carries considerable deficit into following fiscal year

### Questions/Comments

### 6-Point Action Plan

#### 6-Point Action Plan

- 6-Point Action Plan presented to Council
- Preliminary policy guidance provided
- Incorporation into the Recommended Budget

### 10-Year Projects Plan

- Recommended FY 2003/2004 Projects Budget presented February 26, 2003
- \$1.9 million annualized savings recommended over the 20-year Financial Plan

### 10-Year Projects Plan

- Council accepted recommendation with changes to these projects:
  - Outside Group Funding and Dispute Resolution Services
  - Sunnyvale Historical Museum
  - Mary Avenue I-280 Footbridge and Bernardo Ave. Caltrain Undercrossing

## 10-Year Projects Plan

- Council directed staff to provide further information on the Golf Cart Storage Building project.
- Revised annualized savings based on preliminary Council direction:
   \$1.8 million

#### Rental Rates and In-Lieu Fees

- Proposed changes to rental rates and in-lieu fees presented to Council on March 25, 2003
- Recommended changes to schedules would result in estimated savings of \$500,000

#### Rental Rates and In-Lieu Fees

- Recommended reductions to operations would generate \$ 1,427,019
- Staff recommendations accepted by Council

- Recommended reductions to City services and levels of service presented on May 2, 2003
- Proposed Department reductions and new revenues estimated to generate \$ 8,455,059

- Council accepted staff recommendations with the following exceptions:
  - -1 Dispatcher position (\$88,000)
  - -1 Recreation Supervisor (\$92,000)
  - Water features at Community Center (\$35,000)

- Council accepted staff recommendations without the following reductions (cont.):
  - -July 4th Event (\$7,000)
  - -1 Hazardous Materials Inspector (\$124,000)
- Council direction reduced savings by \$346,000

- Additional reductions included in Recommended Budget:
  - 1 Hazardous Materials Inspector based on further analysis
  - -1 Parks Leader, 1 Parks Worker I (\$135,000) in the Parks Programs
  - 3 Casual Positions and additional shift of hours to Utilities Funds in Public Works (\$ 84,600)

- Additional reductions included in Recommended Budget:
  - -Purchased Goods & Services:
    - Organizational Effectiveness (\$38,820)
    - Personnel Services (\$5,000)
    - Executive Management (\$5,000)

- Additional reductions included in Recommended Budget:
  - -City Council Travel Budget reduced by 25% (\$10,000)
- Proposed reduction of U.S.
   Conference of Mayors
   membership dues

- Implementation Plan Phase over 3 Years
- Larger savings recognized in FY 2003/2004 due to increased gap
- Fluid environment size of gap may change

- Use of Reserves and Set-Asides
  - -Public Facilities Space Issues
  - -Fiscal Uncertainties
  - Paramedic Set-Aside

- City staff responses to Council questions from May 2, 2003, Budget Reduction meeting
- Provided to Council on May 16, 2003

### Fee, Charge and Tax Increases

- Potential fee, charge, and tax increases presented to Council on May 6, 2003
- New Taxes/Revenues proposed: \$ 1,426,000
- Ad hoc advisory committee on local tax issues

### Fee, Charge and Tax Increases

- Fees included in the recommended FY 2003/2004 Fee Schedule:
  - Business License Processing Fee
    - \$157,690 on an annual basis
  - -Community Planning Fee General Plan Maintenance
    - \$75,000 on an annual basis

## Fee, Charge and Tax Increases

- Fees included in the recommended FY 2003/2004 Fee Schedule:
  - DVD/Video Rentals at Library
    - \$300,000 new revenue/year
  - -False Fire Alarm Fee
    - \$100,000 new revenue/year

### Fee, Charge and Tax Increases

- Five Fees require further research:
  - -Emergency 911 Fee
  - -Homeowner Sidewalk Repair Fee
  - -Trench Cut Fee
  - Rent for SMaRT Station
  - Municipal Utility Infrastructure Fee

#### Review of Funds

#### General Fund

#### General Fund Overview

- Total expenditures of \$96.7 Million
  - -Down 5.1%
- Operating expenses of \$92.2 Million
  - -Up 0.04%
- Project costs of \$2.9 million
  - -Down 63.1%

- Operating expenditures make up 95% of General Fund
- Operating expenditures increase by a nominal 0.04%
  - Departmental reductions of \$7.8 million
  - Internal Service Charge reductions of \$1.1 million

- Salaries and benefits costs continue to increase
  - Salary and benefit assumptions
    - Market based compensation
    - No concessions assumed

Labor Unit	FY 2003/04	FY 2004/05	FY 2005/06- FY 2012/13	FY 2013/14- FY 2022/23
	0.500/	0.000/	0.000/	4.000/
SEA/Confidential	6.56%	3.00%	3.00%	4.00%
PSOA-Officers	6.19%	5.00%	3.00%/4.00%	4.00%
PSOA-				
Lieutenants	5.94%	5.00%	3.00%/4.00%	4.00%
COA	6.25%	3.00%	3.00%	4.00%
SEIU	13.67%	12.00%	3.00%	4.00%
Management	3.00%	3.00%	3.00%	4.00%

- Rapid escalation in total personnel benefits
  - -16% increase in FY 2003/2004
  - -21.9% increase in FY 2004/2005

- Increased costs associated with retirement contributions
  - -42% increase in FY 2003/2004
  - -62% increase in FY 2004/2005

- Additional funding for increases in election costs
  - -\$200,000 in FY 2003/2004 and FY 2005/2006 from Fiscal Uncertainties
- Election consolidation
  - -Study Issue
  - Charter Amendment
  - Potential savings of \$181,000

### General Fund Projects

- "On year" for Project Budget, however only a small number of new projects have been proposed
- Completion of major capital projects
- Criteria test for any new projects

### General Fund Projects

#### **New Projects Recommended:**

- Sunnyvale Historical Museum
  - City's Contribution of \$500,000 funded through Prop. 40
  - Alternative funding recommendations

#### General Fund Revenues

- Annual review and revision
- Forecast methodology based on unique characteristics of each revenue
- Twenty-year projections utilize average historic trends over a defined economic cycle

#### General Fund Revenues

- Also revised estimates for FY 2002/2003 to reflect current economic conditions
- \$3.7 million reduction overall
- Sales Tax down 35.7% from FY 2000/2001
- Transient Occupancy Tax down 51% from FY 2000/2001

### General Fund Major Revenues

- Sales Tax
- Property Tax
- Utility Users Tax/Franchise Fees
- Motor Vehicle License Fees
- Transient Occupancy Tax
- Construction-related Revenues

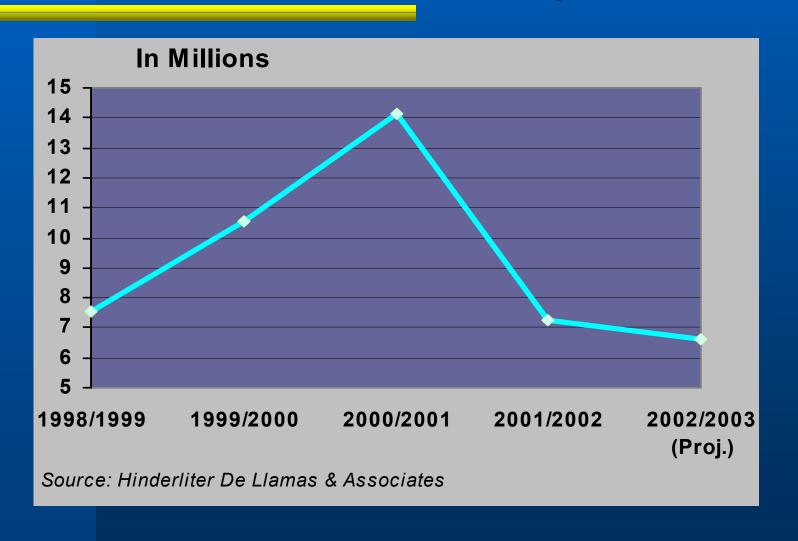
## General Fund Major Revenues: Sales Tax

- Largest source of General Fund revenue (28%)
- Composed of retail and businessto-business sales; latter has declined significantly
- Revised estimate for FY 2001/2002 down 11%, or \$3 million due to downturn

### General Fund Major Revenues: Sales Tax

- Three fundamental questions to be answered in forecasting future Sales Tax revenues:
  - Actual underlying Sales Tax base
  - -When will we return to base
  - What will be rate of recovery

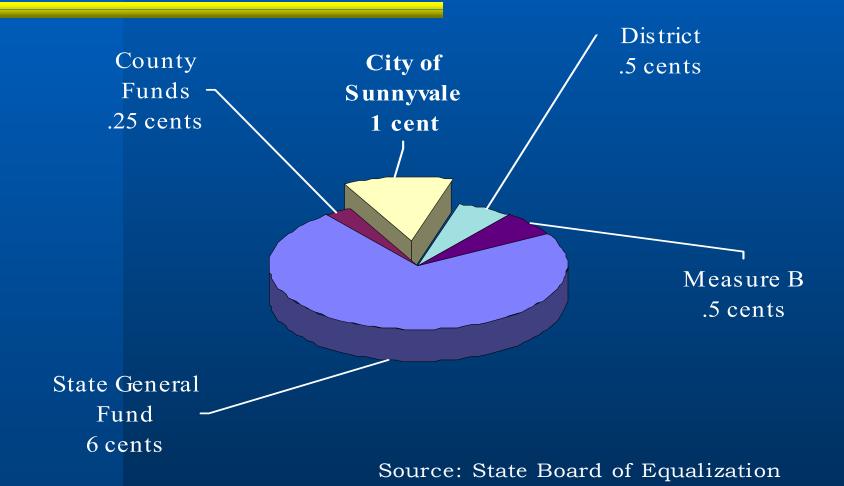
## Sunnyvale Sales Tax for Business and Industry



## General Fund Major Revenues: Sales Tax

- Questions of when recovery occurs and rate of return
- Recovery will be slow and measured
- Projections based on adjusted averages

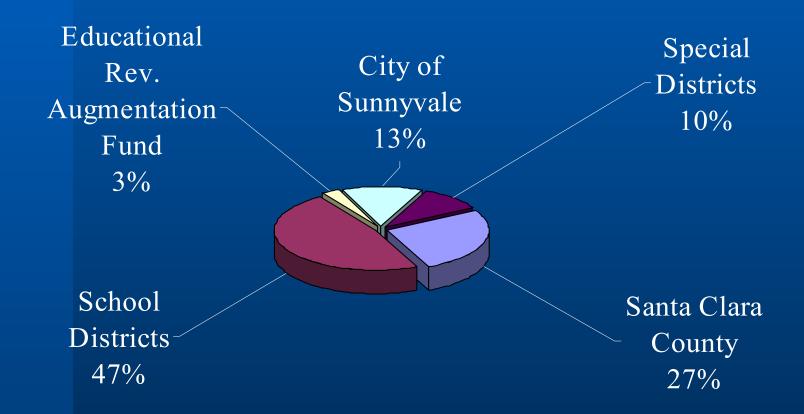
## 8.25-Cent Sales Tax Distribution Santa Clara County



### General Fund Major Revenues: Property Tax

- Represents 26.98% of General Fund revenues
- Current year 2% higher
- FY 2003/2004 forecast flat to reflect economic slowdown

#### **Property Tax Distribution**



## General Fund Major Revenues: UUT and Franchise Fees

- Utility Users Tax and Franchise Fees equal 13% of General Fund revenues
- ◆UUT up nearly 3% in FY 2002/2003
- Effect of potentially reduced utility rates
- Franchise Fees down 2.75% FY 2002/2003
- CDWR case fiscal impact to be determined

## General Fund Major Revenues: State Shared Revenue

- Primarily Motor Vehicle License
   Fees
- 9.2% of General Fund revenues
- Growth in prior years robust due to booming economy
- Current revenue stable
- Project no growth for FY 2003/2004

## General Fund Major Revenues: Construction-Related

- 5% of General Fund revenue
- Construction Tax, Building Permits, Plan Check Fees
- Extraordinary gains in FY 1999/2000 and FY 2000/2001
- Project for FY 2002/2003 on track
- Forecast uses 8-year average

## General Fund Major Revenues: Transient Occupancy Tax

- 6.15% of General Fund revenues
- Peak in FY 2000/2001
- Revenue reflects economic cycles
- Revenues down 51% since FY 2000/2001
- Project return to normal base FY 2002/2003 FY 2006/2007

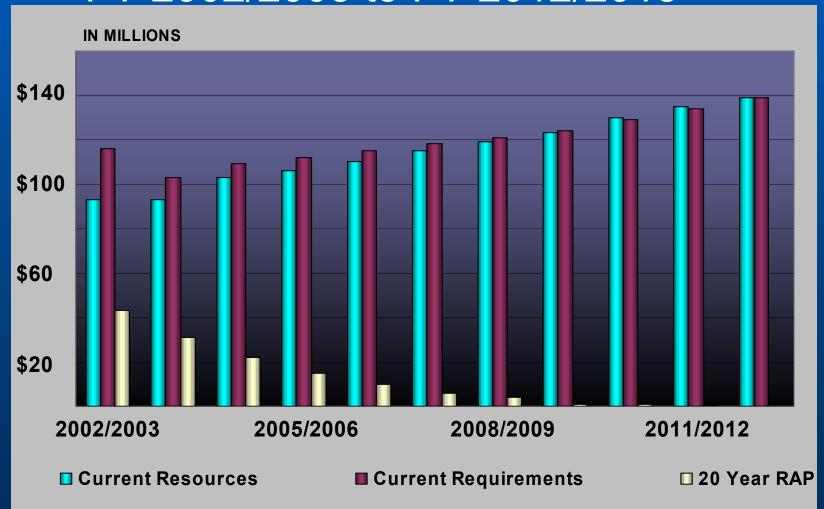
- 20% Contingency Reserve
  - Changes in conjunction with General Fund Operations
- 5% Service Level Contingency Reserve
  - One-time in nature

- Non-Recurring Events Reserve
  - One-time funds resulting from economic peaks
  - Use for high-priority capital and special projects
    - Senior Center Construction
    - Fremont Pool Construction

- Land Acquisition Reserve
  - Balance of \$3 million

- 20 Year RAP reserve levels economic cycles and plans for projects
- FY 2001/2002: 20 Year Rap \$61.1 million
- FY 2002/2003: 20 Year Rap \$43.4 million

# General Fund Financial Picture FY 2002/2003 to FY 2012/2013



#### General Fund Set-Asides

- Fiscal Uncertainties line item is expenditure in General Fund
- Reflects latitude in budget
- Used as a measure to determine structural deficit in FY 2003/2004
- Funds election costs in FY 2003/2004 and FY 2005/2006

#### General Fund Set-Asides

- Paramedic Services
  - -Provide enhancement to EMS
  - -\$385,512 appropriated to Public Safety
  - -\$155,938 returned to General Fund
- Public Facilities Space Issues
  - -Reduced to \$250,000

#### General Fund Fiscal Position

- Position of 20 Year RAP has worsened considerably
  - Revenue position weakened
  - Expenditure pressures expanding
- Balanced over 20 years

### **Utilities Funds**

### **Utility Funds**

Increased Revenue Requirements

– Water Fund 10.0%

– Wastewater Fund 7.0%

-Solid Waste Fund 4.0%

Sunnyvale's rates remain 28% below average

# Water Supply and Distribution Fund

- Cost of purchased water increases
  - San Francisco Water Department:22.2% 1st year, 2-25% in future
  - Santa Clara Valley Water District:9.5% 1st year, 4.7-8.1% in future
- The FY 2003/2004 recommended increase is 10.0%, 5.5% higher than planned.

# Water Supply and Distribution Fund

- Hetch-Hetchy Infrastructure
- SFPUC estimates \$2 billion needed to fix system for users outside of San Francisco
- Improvements needed to ensure a safe and reliable water supply
- Sunnyvale water rates will increase as result

# Water Supply and Distribution Fund

- Budget reduction effects
  - -\$340,849 annually or approximately 10% of the operating budget

# Wastewater Management Fund

- Increased personnel costs
- Significant necessary capital improvements
- Interfund Fund transfer of \$800,000 to the Infrastructure Renovation, and Replacement Fund

# Wastewater Management Fund

- Budget reduction effects
  - -\$544,258 annual operating reduction
  - -\$67,500 annual new revenues
  - -5.52% reduction to Fund operating budget
- The FY 2003/2004 recommended increase is 7.0%, 2.5% higher than last year's projection of 4.5%

# Solid Waste Management Fund

- The fund is experiencing a 7% decrease in tonnage.
- The FY 2003/2004 recommended increase is 4.0%, .5% lower than planned.

# Community Recreation Fund

# Community Recreation Fund

- Enhanced management of Golf Services
- Projected decline in number of golf rounds played in Sunnyvale
- Increased subsidy required from the General Fund
- Budget reduction effects
  - -\$241,013 annual operating reduction 120

# Redevelopment Agency Fund

## Redevelopment Agency Fund

- Impact on increment limit from Mozart Developement
- Shifts in redevelopment resources recommended by the State
  - -\$250 million State-wide over 15 years
  - -\$350-375,000 impact for future fiscal years

# Patent Library Fund

## Patent Library Fund

#### **Barriers to self sufficiency:**

- Federal government sets fees
- \$30K Subscription Fee
- Internet/other factors curtail revenues

# Capital Projects Funds

## Capital Projects Fund

- \$6.5 million reduction to various projects in FY 2002/2003
- \$2.2 million overall reduction for future years

# Infrastructure Renovation and Replacement Fund

# Infrastructure Renovation and Replacement Fund

- Budget reduction effects
  - -\$173,571 reduction for FY 2002/2003
  - -\$1,407,626 net decrease over the Ten-Year planning period

### Internal Service Funds

#### General Services Fund

- Aggregate Rental Rate Increase:3.68% for FY 2003/2004
- Average increase of 3.07% for the remainder of the plan
- Rental Rate Reductions
  - -\$500,000 savings in equipment/in-lieu charges
  - -\$1.4 million in operating expense savings

- Significant increases in employee benefit costs
  - -\$5.4 million increase over current budget
    - Increases in retirements costs
    - Increases in medical costs
    - Increases in worker's compensation

#### Increased retirement costs

CalPERS Plan		Employee Rate	Employer Rate	
Safety	(3%@50)	11.25%	16.875%	
Miscell (2%@5	laneous 5)	7.00%	0.577%	

- Increased Retirement Costs
  - -Rates for FY 2004/2005 higher
    - 6.6% Miscellaneous
    - 28.6% Safety
    - Effect is 62% increased payment or \$7 million

- Increased medical insurance costs
  - -FY 2002/2003 13%
  - -FY 2003/2004 15%
  - -12% for FY 2005/2006 through FY 2006/2007
  - -8% for FY 2007/2008 through FY 2011/2012

- Increasing workers' compensation claims
- Interdepartmental task force to study workers' compensation claims trend

## Closing Message

- Each fund balanced for twenty years in spite of budget crisis
- Planning and financial management systems provide foundation for fiscal solutions
- Budget situation is still fluid

### Thank You

### Questions/Comments